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ABSTRACT

This report presents (1) details of a program for educational administration by objectives and (2) the results of such a program developed by the Virginia State Department of Education to upgrade the quality of education in the public schools of that State. Administration by objectives is a systematic approach to education planning using step-by-step techniques to assist local school systems identify and solve educational problems. Related documents are EA 003 885 and EA 003 999. (Author/RA)

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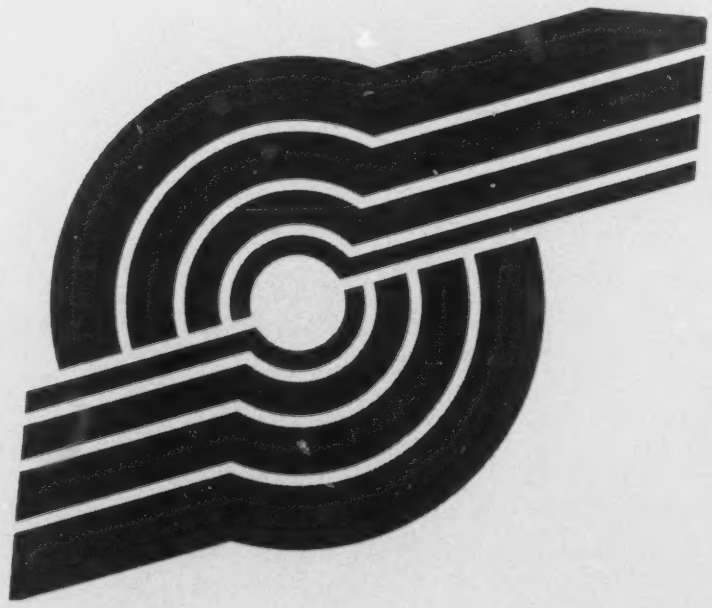
ADMINISTRATION BY OBJECTIVES:

A SYSTEMATIC APPROACH TO EDUCATIONAL PLANNING IN VIRGINIA

Report of a Study
Sponsored by the
Virginia State Department of Education
and the Project

Improving State Leadership in Education



Denver, Colorado
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INTRODUCTION

Administration by objectives - a systematic approach to educational planning - is a key feature of an evaluation and planning program developed by the Virginia State Department of Education as a major step in upgrading the quality of education in the public schools of the state.

This program uses step-by-step techniques, comparable to those used successfully in management and industry, to assist local school systems in identifying and solving educational problems. The program is a joint venture by the department of education and local school systems in Virginia, with the assistance of consultants, and was begun in July 1968.

This report by George W. Holmes, III and William H. Seawell, both of the School of Education of the University of Virginia, presents details of the program and reflects results that have been achieved thus far.

Woodrow W. Wilkerson
State Superintendent of
Public Instruction
Commonwealth of Virginia

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Section One

BACKGROUND AND ORIGIN OF THE IMPROVEMENT EMPHASIS

It often has been stated that the level of educational opportunity may vary as much among the school districts of a state as it varies among the states of the United States. This situation has led to considerable discussion and study of ways and means of "closing the gap" between the "best" school systems and the "poorest" school systems in a given state. Admitting that the relationship between educational quality and per pupil expenditure is not on a one-to-one basis, *per pupil expenditure still seems to be the yardstick most often used to measure the "gap."* The situation in Virginia as measured by per pupil expenditures is illustrated in Table I. It may be seen from the figures presented in that Table that although per pupil expenditure increased at both ends of the continuum, the "gap" not only remained but increased.

Table I

High and Low Cost of Operation*
Per Pupil in A.D.A. Among
Virginia School Systems

Year	High Expenditure	Low Expenditure	Difference
1949-50	$ 231.56	$ 64.90	$ 166.66
1954-55	341.46	108.04	233.42
1959-60	478.54	149.36	329.18
1964-65	646.60	226.91	419.69
1969-70	1,159.00	441.00	718.00

*Excludes Debt Service and Capital Outlay

In August 1966, the Virginia State Board of Education authorized Woodrow W. Wilkerson, State Superintendent of Public Instruction, to appoint a *Committee on Raising the Level of Public Education in Virginia*. The charge given that committee was stated as follows:

> The committee was assigned the responsibility of formulating a plan for accomplishing substantial progress among those localities having the greatest educational needs and thereby raising the floor of education in Virginia, to an acceptable level of adequacy. 1*

A fifteen member committee was appointed. Committee members were selected from the Virginia General Assembly, local governing boards, local school boards, local school superintendents, and the Virginia State Department of Education. Approximately eight months elapsed from the time the appointment of the committee was authorized until the report was presented to the Virginia State Board of Education.

Early in the study the committee concluded that it would be b st to limit its consideration to certain items which seemed to be components of a quality educational program. Accordingly, the study was limited to the following six components:

1. *Staff and In-Service Education*
2. *Curriculum and Instruction*
3. *Instructional Aids and Services*
4. *Buildings*
5. *Financial Support*
6. *Evaluation*

During the course of the study, quantitative data were collected on many aspects of the components listed above. Data were analyzed and the school systems were ranked according to their relative positions within Virginia on each of several aspects of education. For example, school systems were ranked according to the types of certification held by instructional personnel, the scope of the educational program offered, class size, building needs, and financial conditions. Thus, on the basis of the rankings on some twelve to fifteen quantitative aspects, it was possible to identify those school systems in which the need to raise the level of public education appeared to be the greatest.

The report of the committee was presented to the Virginia State Board of Education on April 1967. That report included approximately 40 recommendations covering the six items which had been selected as major components of a quality educational program. Many of those recommendations were, of necessity, quantitative in nature and, in many ways, similar to recommendations that had been made many times in some other states. Nevertheless, in the area of evaluation one recommendation stands out as quite different in nature. That recommendation was as follows:

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*Footnotes references are given at end of the study.

> Competent teams of the Department (State Department of Education) concentrate their efforts in evaluating those school divisions having the greatest educational needs and in working with the division superintendents, school board members, and members of the governing bodies of these localities in formulating plans for effecting substantial improvements. In addition to their professional knowledge and skill, these teams should bring to bear the results of the standardized testing program, the standing of the schools with respect to the accreditation requirements, and a newly developed evaluation instrument.

Certain other general recommendations relating to school system consolidation, statutory changes and modification, and a study of the fiscal structure of public education in Virginia also were made in the report.

On April 5, 1968, Fendall R. Ellis, who was at that time Director of Special Services, was appointed to fill a newly created position of Special Assistant for Evaluation and Planning. He began immediately to develop plans based on the recommendations made by the *Committee on Raising the Level of Public Education in Virginia*.

Section Two

PROJECT TO RAISE THE LEVEL OF EDUCATION IN SELECTED SCHOOL SYSTEMS

In the recommendation of the *Committee on Raising the Level of Public Education in Virginia* quoted previously, reference was made to "a newly developed evaluation instrument." In a subsequent paragraph in the report it was indicated that although a draft of the instrument was included in the body of the document, further refinement of the instrument was expected. The further *development and refinement of this instrument or guide for identifying the needs of school systems was among the first steps taken to implement the recommendations of the committee*. It was not anticipated that the guide or instrument would be restrictive, but rather that it would give direction for identifying needs while leaving freedom to proceed without undue restrictions. It was envisioned that certain essential data could be supplied initially to all school systems desiring them. An instrument for use either by visiting teams from the state department of education, by local school systems for self-evaluations, or in cooperative self-evaluation projects was devised and entitled *An Evaluation Instrument for Public School Systems in Virginia*. [3]

An Evaluation Instrument for Public School Systems in Virginia

The instrument that was developed to assist in the identification of needs in local school systems was divided into five sections: (1) Community Background, (2) Educational Program, (3) Staff, (4) Teaching Aides and Services and (5) School Plant and Pupil Transportation. Each section is discussed briefly in the paragraphs that follow:

Community Background. This section provided data on: (1) Characteristics of the General Population, (2) Characteristics of the School Population, and (3) Economic Factors.

Characteristics of the general population included total population, population density per square mile, educational attainment of adults, per capita income, and percentage of families with "poverty-level" resources. Comparative data, arranged in appropriate columns, were provided for the State of Virginia, the United States, and the local school system using the instrument.

Characteristics of the school population included comparisons of elementary, middle school, and secondary school enrollments. Comparative data on the percentage of graduates pursuing formal education beyond the high school, dropouts, and holding power of the school system were provided.

Economic factors that were identified and compared were: ability in terms of taxable wealth per child, effort in terms of equalized true-tax rate, total cost of operation per pupil, local cost of operation per pupil, cost of debt service, and average salaries of teachers. Comparative data for the Commonwealth of Virginia, the nation, and each local school system were shown.

Educational Offering. In this section, three frames of reference were used: (1) Purpose of School Program, (2) Adequacy of Program, and (3) Quality of Instruction.

In this structure attempts were made to determine whether or not statements of concepts, skills, and values as learning outcomes for the school system had been developed; whether or not written statements were available; and whether or not an attempt had been made to assess educational output in relation to stated purposes.

A sub-section on adequacy of program provided for the listing of subject offerings in the elementary and secondary schools of the system. It also called for the listing of services provided for academically talented pupils and for handicapped pupils, including those who were mentally retarded, emotionally disturbed, physically handicapped, hearing impaired, vision impaired, neurologically impaired, and speech impaired.

An important provision in this section was a structure for interpreting the quality of instruction. Six factors related to quality of instruction were identified as follows: (1) Relationship of Teacher to Pupil, (2) Provision for Individual Differences, (3) Uses of Materials and Other Resources, (4) Organization for Work, (5) Environment for Learning, and (6) Evaluation of Learning Outcomes. Brief paragraph descriptions on three levels: (1) poor, (2) good, and (3) superior for each of the six factors were developed. *This enabled individual school systems to make comparisons among the six factors to identify strengths and weaknesses* when data were completed for a number of schools and/or a number of individual teachers.

Staff and Inservice Education. Two assessments were provided for in the section: (1) Numerical and Functional Adequacy of Personnel, and (2) Opportunities for Staff Development Through Inservice Education.

A structure was provided in the instrument to assess by categories of function the numerical adequacy of professional and non-professional employees at both the central office and individual school levels. The numbers of administrative and supervisory personnel were compared to state and national averages in terms of ratios of various employees to teachers employed. The numbers of teachers were compared to state and national averages in terms of ratios to pupils enrolled. Local levels of staff education and training were compared with averages on these items.

Two assessments regarding inservice education for staff also were structured. They were identification of enrollments in college-sponsored courses and activities and participation in organized opportunities provided at the local school level. These two dimensions were considered in terms of categories of employees: teachers, administrators, supervisors, and non-professional personnel.

Teaching Aids and Services. This section provided a structure for assessing adequacy, provisions for financing, and use made of textbooks, libraries, audio-visual aids, educational television, and supplementary materials for classroom instruction. Forms were provided for inventories of materials on hand, the frequency of use of materials, and standards by which to judge the numerical adequacy of the materials for instruction.

School Plant and Pupil Transportation. In this section directions were given for two major assessments: (1) school plant facilities, and (2) pupil transportation.

Forms were provided to assess the adequacy of school-plant facilities and to project school-plant needs in terms of replacement of obsolete buildings, provisions for new buildings to accommodate expanding populations, and the up-grading of existing buildings through renovation programs. In addition, directions were included for assessing the operation and maintenance of school-plant facilities. Provisions were made for a review of indebtedness for capital outlay projects and projected future needs.

Directions for the assessment of pupil transportation provided for a review of safety programs and the efficiency of service in addition to factors such as numerical adequacy of school busses and maintenance of transportation equipment. An appraisal of the inservice education program for transportation employees also was included.

It was not intended that the instrument would be used only as a "check-list" approach to evaluation and planning, but that it would provide assistance and direction to those engaged in the identification of needs within a local school system. The provision of normative data for the state and nation, where possible and applicable, gave each system an opportunity to compare its program with other programs in Virginia and the nation.

During the period when a rationale for planning and evaluation was being developed, exploratory meetings were held with a number of local school superintendents. On the basis of these meetings, it appeared that *the selection of school systems to be included in the intial project posed serious problems*. Although the major emphasis of the project had shifted somewhat

from "raising the level" to evaluation and planning, it still seemed desirable to work with school systems in which the need for assistance appeared to be greatest. In spite of the mass of quantitative data that had been accumulated by the *Committee on Raising the Level of Public Education in Virginia,* it was difficult to identify with precision those systems with the greatest needs. Few school systems in Virginia were so outstandingly "good" that they ranked high in all categories studied. By the same token, few school systems were so "poor" that they ranked low in all categories. When composite rankings were compiled, it was found that *the school systems that appeared to have the greatest need for assistance were scattered over a wide geographic area.* This appeared to make a single project difficult to administer. It was readily evident that no local superintendent of schools wanted to have his school system identified among those most needing improvement. In view of the fact that the project which initially might have been interpreted as involving a prescriptive-type survey had developed into a proposed cooperative venture, it seemed *essential that project participants be selected on some mutually agreeable basis.*

After a number of alternatives had been considered, it was concluded that it would be *best to approach the project on a regional basis.* It was decided that an approach through one of the regional superintendents' study groups would be a logical move. The Southwest Virginia Superintendents' Study Group was selected for the initiation of the project. That group had been in existence for more than twenty years and had assumed a leadership role in efforts to solve educational problems in the region.

The Study Group Advisor, a member of the staff of the Department of Administration and Supervision of the University of Virginia, was contacted to determine his attitude toward such a project for the group. His response was one of enthusiastic approval.

In September 1968, the Special Assistant for Planning and Evaluation met with the Southwest Virginia Superintendents' Study Group to invite the group to participate in the project. The proposal and the invitation to participate were presented at an evening meeting. On the following day all facets of the proposal were discussed in detail. By the close of the afternoon session all 18 superintendents in the geographic area covered by the group had agreed to participate in the project.

The immediate steps to be taken to launch the project were outlined as follows:

- Obtain the approval of local school boards for participation in the project;
- Appoint local coordinators to direct the project in each school system with the help of representatives of the Virginia State Department of Education; and
- Decide upon a regular schedule of meetings for the local coordinators and representatives of the state department of education.

The next meeting of the study group was scheduled for the following month at which time action upon the steps outlined above was to be completed.

The group met at the appointed date. Every superintendent reported that his local school board had endorsed the project and that a local coordinator had been selected. In many cases the local coordinators had accompanied their superintendents to the meeting. It was agreed that local coordinators should meet as a group on a monthly basis with the individuals from the Virginia State Department of Education who were working with the project. The day immediately preceeding the scheduled meetings of the Southwest Virginia Superintendents' Study Group was selected as the meeting date. The study group members decided that a progress report of the project should be included as a part of the program for each of their meetings. Evaluation forms were distributed to all project participants and the suggestion was made that each school system begin the process of collecting data that could serve as the basis for an evaluation of the system in terms of educational needs.

The period from October 1968 through May 1969 is best described as the data collection phase of the project. It was during this period that *virtually every teacher and every administrator in the various school systems became involved in some aspect of the work.* It also was during this period that it became apparent that *much informal self-evaluation was taking place.* This was true especially in the area of instruction as teachers sought to gather data which would reveal the needs of the instructional program. This was true also as principals, supervisors, and central staff members compiled the data and began to write a report.

Two members of the staff of the Department of Administration and Supervision of the School of Education, University of Virginia, had been asked to serve as consultants to the project. The consultants were asked to visit the participating school systems during the summer of 1969 to assist with a preliminary evaluation of progress to date and to help determine whether or not original plans for the latter stages of the project should be altered. School systems were visited during June and September 1969. On the basis of numerous conferences held during those visits and the progress observed, one major change was suggested.

Originally it had been assumed, if not stated, that when all the data were in and a report had been prepared on each participating school system, an evaluation of each report would be made by some group from outside the particular school system in question. As a result of the visits, it was concluded that the final evaluation of each report should take the form of a statement of needs as revealed by the report and that *the statement of needs should be prepared by the personnel of the school system for which the report was made.* In other words, the process would be one of *self-evaluation.* This meant that at no point in the project would any school system be rated in relation to any other school system. It also meant that at no point in the project would anyone other than local people evaluate any of the participating school systems. Thus, a project which at one time appeared to be based on the thought that the State of Virginia should "raise the level of education" becameone in which local commitment was the key. *School employees came to see themselves as partners in an on-going process* rather than as clients or subjects to which a process was being applied by outside forces.

By the fall of 1969, the first of the self-evaluation reports was ready for printing. The Division of Planning and Evaluation of the Virginia State Department of Education provided editorial assistance as needed. The division also provided the necessary funds for printing the reports. During the fall

of 1969 and the spring of 1970, several of the self-evaluation reports were completed each month.

By the time the project reached the report-producing stage, information concerning the project in Southwest Virginia had been disseminated to school systems throughout the state. The Virginia State Superintendent of Public Instruction received numerous inquiries concerning the possibility that similar projects might be sponsored in other areas of the state. Southside Virginia became the locale for the second project. Eight county school systems were involved in that effort. The Southside project was quite similar to that of the Southwest. The major difference was that the second project could progress somewhat more quickly because it was found that the rationale, instruments, and procedures of the first project could be easily adapted for use.

It should be noted that as the self-evaluation reports were completed and printed, the Special Assistant for Planning and Evaluation in the Virginia Department of Education provided whatever assistance the local school staff needed in presenting the report to various groups within the local community. Local superintendents of schools agreed unanimously that he performed an extremely valuable service in presenting the rationale for planning that is described in Section 3 of this report.

Section Three

A RATIONALE FOR PLANNING AND EVALUATION

Although, for purposes of description, this project was divided into phases or stages, those divisions were not discrete. Nevertheless, one of the most important aspects of the total project was the development of a rationale for planning and evaluation.

In approaching the development of a rationale, upon which to base procedures in planning and evaluation, it was reasoned that past efforts had severe limitations. For example, the past practice had called for the local school system to request a survey team from the Virginia State Department of Education. The survey team would make an on-site visit with state department personnel and consultants engaged by the agency, study the problem posed, gather data, and then write and submit a report which included recommendations. It was recognized that often there was not sufficient involvement of people at the local level. It was accepted that the state department had an obligation to assist local school systems in planning and evaluation. It also was recognized that in providing assistance, planning capability at the local level had to be enhanced and a wider involvement had to be sought. The following quotation seems to express the idea discussed above:

> Perhaps one of the first requests from some districts in states in which the education agency has developed a recognized planning capability will be for that agency to develop, or to suggest some group that can develop, a plan for the district. Any such request should be resisted, partly because the development of plans for a district is not an appropriate

> role or function of a state education agency, but primarily because the district will not learn much about planning--or may not benefit much from any plan that is developed--unless its personnel are involved in the planning process.
>
> Every state education agency, however, should be prepared to assist, or to suggest competent people who can assist, urban as well as rural school systems to engage in systematic planning for the improvement of their programs, and to devise defensible procedures for implementing the plans and evaluating the adequacy and appropriateness of the changes that are made....There is considerable evidence to indicate that *significant improvements in education are most likely to be made when the people who are concerned or affected have been seriously involved in the process of planning these improvements.* [4]

At the beginning of the project, it appeared that the improvement of evaluation and planning in the local school systems required the joint efforts of personnel from the Virginia State Department of Education, the University of Virginia, and the local schools. The Special Assistant for Evaluation and Planning in the department sought the assistance of two professors from the University of Virginia in developing a plan. The plan evolved through the joint efforts of these three persons working with representatives of local school systems.

Administration by Objectives

It was obvious that if the project were to amount to more than a one-time study of existing needs, some type of continuous process for evaluation and planning should be developed. It appeared desirable that the process be developed as a series of steps that could guide any school system desiring to use it. It was essential that the process be one which could be used to meet different types of objectives. To meet these conditions, and others, the process *Administration by Objectives* was developed.

The process was developed over a period of several months. At various stages of its development, progress reports were made to project participants for the purpose of soliciting criticisms and suggestions. Thus, *the principle of participation was maintained throughout this phase of the project.* The system is shown in a diagram in Figure 1 and each step is discussed in subsequent paragraphs of this section.

Identify Needs. The first step in *Administration by Objectives* is the identification of needs. Over the years school systems have used many methods and procedures to identify needs. For this project, cooperative self-study was used. This method was especially appropriate because of the desire to involve a number of people in the process.

Classify Needs. Once needs have been identified, they must be classified according to type. This step is essential because, as illustrated in Figure 1, the approach used in meeting needs is not the same for all types. Generally, the needs of a school system may be classified as either maintenance needs or renewal needs.

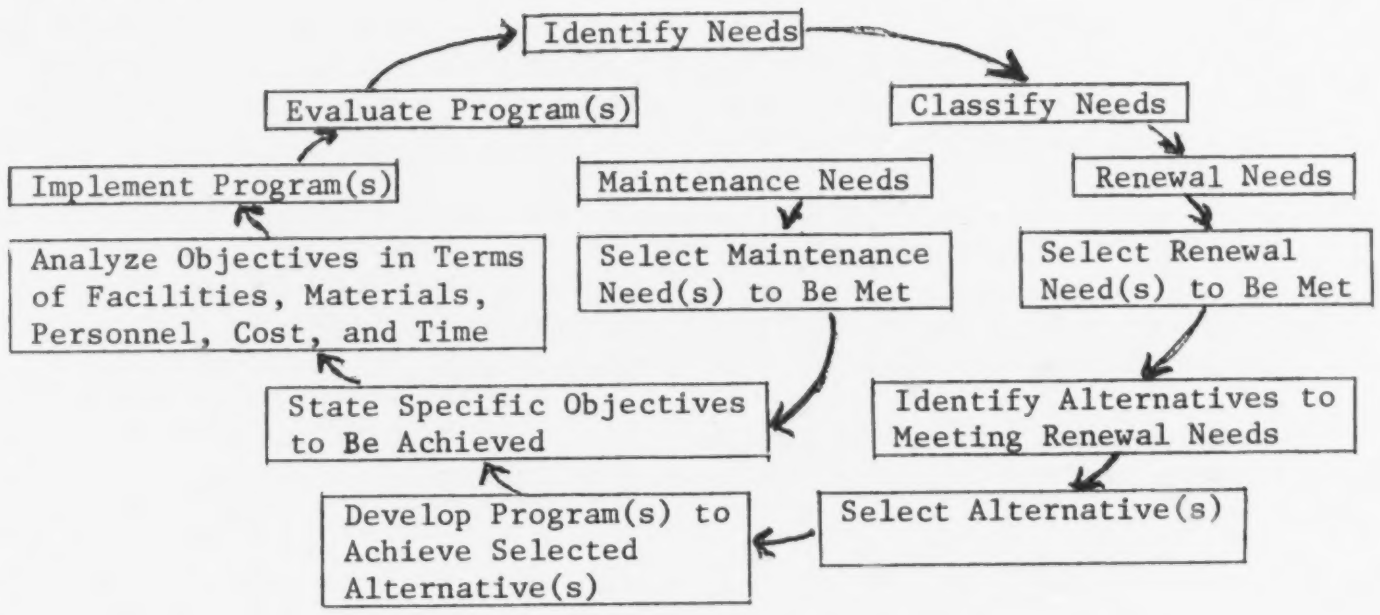
Identify Needs
Classify Needs
Evaluate Program(s)
Implement Program(s)
Maintenance Needs
Renewal Needs
Analyze Objectives in Terms of Facilities, Materials, Personnel, Cost, and Time
Select Maintenance Need(s) to Be Met
Select Renewal Need(s) to Be Met
State Specific Objectives to Be Achieved
Identify Alternatives to Meeting Renewal Needs
Develop Program(s) to Achieve Selected Alternative(s)
Select Alternative(s)

Figure 1. *Administration By Objectives*

Maintenance Needs. These needs are defined as those that *must be met to maintain a previously achieved and accepted level of efficiency and effectiveness*. Examples of maintenance needs include: the maintenance of the present good condition of facilities, the maintenance of the present efficiency of the transportation system, the maintenance of good school-community relations, the maintenance of present instructional efficiency, the maintenance of at least the present level of pupil achievement, etc.

Select Maintenance Need(s) to Be Met. Once maintenance needs have been identified, thought must be given to whether or not all identified needs can be met. It may be the case that all can be met; on the other hand, because of limited resources, *a choice often must be made among identified needs to determine those that should receive first priority*. Many factors are involved in making value choices among maintenance needs to be met. Some of these factors are time, availability of funds, availability of personnel, availability of materials, present impact of the need, and the effect of the need upon other aspects of the school program. Once a priority listing has been made, the maintenance needs should, in effect, become objectives of the school system within a given time. Although certain maintenance needs may not have received first priority listings for action, their identity should not be lost in subsequent action to meet the selected needs.

Renewal Needs. These needs are defined as those that *must be met to develop a higher level of efficiency and effectiveness to meet the challenge of new and emerging demands*. Usually, there are no readily identifiable procedures for solving the problems that are created by these needs. They cannot be met simply by applying more time, effort, and fiscal resources. *New approaches are required*. Often such needs are global in nature and must be divided into component parts before any meaningful approach to a solution can be made. In many cases, several alternatives to actions designed to meet a particular renewal need must be considered because ready-made approaches that are known to be effective do not exist. Meeting renewal needs demands innovation, experimentation, and the assumption of certain risks.

Select Renewal Need(s) to Be Met. Once Renewal needs have been identified and classified as such, a choice usually must be made as to which needs will be given priority. It would be a fortunate school system that could deal with all renewal needs at once. In fact, in most school systems, the time and resources beyond those which are required to meet maintenance needs are limited. This means that the *efforts in a particular school system must be focused upon a few renewal needs for a particular period of time*. Once this priority is determined, a course of action toward meeting each need must be pursued. It will be noted in the flow chart (Figure 1) that three additional steps are required in analyzing renewal needs before specific objectives can be stated, and these can be integrated with the objectives from the identified maintenance needs.

Identify Alternatives for Meeting Renewal Need(s). It was stated in the foregoing paragraphs on classifying and selecting needs that readily available solutions to the problems posed by renewal needs are not available, and that, in most cases, only a small part of any one particular need may be attacked through a specific approach or program. A first step in identifying alternatives to meet a renewal need is to consider objectively all proposed or existing programs that have been developed that may be related to the need. It would be invaluable to have wide involvement of concerned individuals, without constraints that may prohibit willingness to express even extraneous ideas, to suggest every conceivable means for meeting a particular renewal need or even a part of it. Often, *"brain-storming" sessions followed by research and analyses of suggestions may be productive in identifying possible alternatives to be considered to meet an identified need.* For example, a renewal need to improve the holding power of the school may be identified. Experience has shown that to identify the drop-out and to re-enroll him in the same or a similar program from which he withdrew will not suffice. Although he may be highly motivated to attempt again the same routine, the chances are against his remaining in the program for any length of time. Thus, the problem that has been identified is complex and global. Perhaps only selected parts of the problem can be attacked at any one time. An attempt must be made, however, if the problem is to be attacked, to identify as many ways as possible to alleviate the problem.

Select Alternative(s). In selecting the alternatives that are to be pursued to meet an identified renewal need, preliminary estimates of many factors must be considered. Among them are the following:

- What will be the relative impact of each alternative upon the identified need?
- What are the relative preliminary cost estimates of each alternative?
- What are the relative numbers of persons required under each alternative?
- What are the relative amounts of materials required under each alternative?
- What are the relative time limits imposed under each alternative?
- What alternative is most acceptable to those who will conduct the program?

- Which alternative is most acceptable to those who will receive the program?
- In which ways will each alternative enhance the on-going, total program of the school system?
- In which ways will each alternative affect negatively certain aspects of the on-going total program of the school system?
- If the approach used in the alternative is found to be sound practice, can it be maintained in the future as a continuing effort within the school system?

Other questions could be stated, however, these appear to be sufficient to illustrate the effort that must be made to select the most appropriate alternative from those that may be identified in relation to any given renewal need. *Once an alternative is chosen, a strong commitment must be made to develop fully a program that would assure a maximum chance of success in making the choice effective.*

Develop Program(s) for Achieving Selected Alternative(s). Once an alternative has been selected, a carefully defined program must be developed. In developing that program, the following questions should be answered:

- What specific instructional objectives may reasonably be expected to be achieved in the program?
- What specific experiences should be provided for pupils?
- What content will be used in the experiences?
- Who and how many will participate in the program?
- Where will the program be housed?
- What materials will be used and what quantity is needed?
- How will the program be staffed?
- How will it be administered?
- What will the program cost?
- What time limits will apply to various segments of the program?

It is obvious that this list could be extended, however, the foregoing illustrates the importance of a program design to meet an identified renewal need.

State Specific Objectives to Be Achieved. At this particular point in the process, quantitative, specific objectives, directly related to each selected need, and that can be evaluated on the basis of carefully selected data, must be established. In the case of maintenance needs, the need restated automatically can become the specific objective to be evaluated.

In developing a program to meet a renewal need, specific objectives pertaining to the many aspects of the specific program have to be developed. A further step must be taken in these cases to identify the specific objectives to be achieved in the particular program related to meeting the need originally identified. This is, in essence, the listing of expected accomplishments, that when evaluated, determine the impact of the developed program on meeting the identified need. For example, to improve the holding power of the school by the implementation of a given alternative, specific instructional objectives should be included in program development, such as the following:

- To decrease by ten percent at the end of the first year of the program the number of ninth grade pupils who normally are dropouts at that level.
- To increase by five percent during the first year of the program the number of pupils who are promoted to grade ten from grade nine.
- To increase by five per cent the number of eleventh grade pupils who remain in school for the school year.

Obviously, this list could be extended. In any case, when the objectives of both the selected maintenance needs and selected renewal needs are combined, a written program of action for any school system is available in a clear and concise form.

Analyze Objectives in Terms of Facilities, Materials, Personnel, Cost and Time. At this point, the proposed action to achieve the specific objectives in terms of both the maintenance needs and renewal needs must be analyzed. The need should be stated with the specific objectives to be achieved to meet either in whole or in part the identified need. Requirements in terms of personnel, facilities, equipment, and materials must be stated in terms of quantity and quality, and reasonably accurate cost estimates for each category must be determined. The time limits in which probable beginning and ending dates for a particular program are given would be included in this analysis. The analysis should be made for each selected need and should be reduced to writing so that a school board may adopt each item of the proposed program of action.

Implement Program(s). Once complete analyses of plans for actions required to meet the selected needs in both categories have been made and reduced to writing, *each plan should be adopted officially by the school board as an initial step in implementation.* The proposed actions or programs then become official, and it is then the job of administration to effect the approved programs. It should be evident at this point that the objectives to be achieved have been clearly defined and mutually understood by all concerned persons. Further, courses of action to be followed to achieve them have been agreed upon. Because the programs include cost estimates, a cost analysis may be made in terms of specific objectives of the programs or of a measured impact upon meeting a specific need whether it be a maintenance need or a renewal need.

Evaluate Program(s). School boards should review, at least semi-annually, each need that is selected and the programs that are implemented to meet the need. Quite naturally, administrative evaluations should be more frequent and more thorough than those made by school boards. If it should be found

that revisions are necessary because of experience during the period a particular program is in progress, this information should be used as a basis for returning to the proper place in the cycle to make the necessary revisions. If additional needs are generated or become apparent because of the on-going activity, the cycle should be repeated for these needs. It is not enough just to say that a particular program is "good" or that it is "liked" by many people. *It is necessary to know precisely what is being done, why it is being done, what it is producing in quantitative terms, and how much it costs.* When this knowledge is available, it can be determined whether or not educational programs are meeting the needs of the community.

Suggested Procedures for Meeting Identified Needs

It was recognized that the development of a structure for bringing traditionally accepted administrative practices into an orderly relationship might have no effect upon the identified needs of a school system. Therefore, it was necessary to develop a set of suggested procedures through which local school systems might bring the various processes of *Administration by Objectives* to bear on the needs which had been identified. In other words, it appeared necessary to try to help *bridge the gap between theory and practice*. It appeared logical to assume that in most local school systems the steps necessary for meeting maintenance needs were known and that if fiscal resources could be provided little procedural difficulty would be encountered in meeting these needs. The picture, however, was not so clear with respect to meeting the renewal needs that might be identified. Although a more sophisticated approach might have been devised, it was decided that to implement action toward meeting renewal needs, a planning council and task force organization would be suggested.

This suggested structure for each school system is presented in Figure 2.

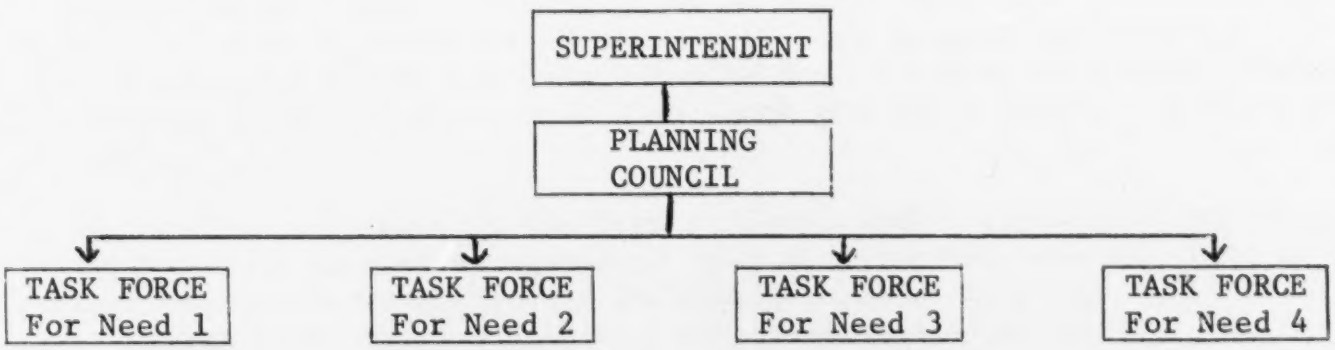

Figure 2. *Organizational Structure for Implementing Achievement of Renewal Needs.*

It was recommended that the superintendent of each school district appoint a planning council of seven to fifteen members. It was suggested that the chairman of the council might be a full-time central office employee, or if necessary, a regular member of the staff accepting responsibility for evaluation and planning. It was recommended that the council meet bi-monthly, that the chairman of the planning council coordinate the evaluation and planning activities for the school system, and serve as the superintendent's representative in all matters pertaining to educational evaluation and planning in the school system. He also would serve as an adviser to the various task forces as they were created.

The Planning Council. The function of the planning council was to *provide leadership in planning programs to meet those educational renewal needs that must be met* in order to develop a higher level of program effectiveness and efficiency in the school system. Its main responsibilities were considered to be as follows:

- Recommending an order of priority among the identified renewal needs of the school systems.
- Recommending the membership of various task forces to develop programs of action to meet specific renewal needs selected for action.
- Hearing reports from the various task forces as programs are developed to meet various renewal needs and assisting task forces in selecting alternative ways to meet needs.
- Recommending programs of action to meet renewal needs to the superintendent of schools.
- Evaluating the results of programs of action and reporting these to the superintendent of schools.

The Task Force(s). The function of each task force was to *develop a program to meet a specific need as assigned by the planning council.* It was recommended that a task force be appointed by the superintendent of schools upon recommendation of the planning council for each renewal need upon which a frontal attack would be made. It was stated that the membership of the task forces should be selected on the basis of individual competency to perform the assigned task and that membership might come from within or without the school system. The following were considered to be major responsibilities of each task force that would be organized:

- Identifying alternate ways to meet the renewal need assigned to the task force by the planning council.
- Selecting, with advice of the Chairman of the Planning Council and the Planning Council, the alternative that would be pursued to meet the assigned renewal need.
- Developing a program, including specific objectives of the program, under the alternative chosen, to meet the need assigned.

- Identifying the program requirement in terms of staff, facilities, equipment, materials, and cost.
- Developing a time schedule for implementing and administering the program.
- Developing a plan for evaluating the results of the program in terms of its objectives.

It was believed that wide involvement in planning within local school systems would strengthen the planning process. It also was believed that such involvement might have an effect upon the successful implementation of programs and the achievement of identified needs.

Shared Responsibilities. In the wide involvement sought, it was not anticipated that the authority or power of any office or agency would be violated. For example, *it was emphasized that the school board must necessarily approve any program to be initiated.* A chart was developed to show the primary responsibilities of all individuals and groups that might be involved. In Figure 3, an X indicates responsibility of various groups for various functions. The circles, numbers, and arrows indicate the flow from (1), initiating a step, to the final number when the action is completed for each step.

	Identify Needs	Classify Needs	Select Needs To Be Met	List Ways To Meet Each Need	Choose Way(s) To Meet The Need	Develop Program To Meet The Need	Adopt Program To Meet The Need	Initiate Program To Meet The Need	Implement Program	Evaluate Program
School Board	X		③				X			③
Superintendent	X	②	↑ ②					X		↑ ②
Planning Council	X	↑ ①	↑ ①	③	③	②				↑ ①
Task Force	X			↑ ①	↑ ①	↑ ①				
Principals	X								X	
Teachers	X								X	
Central Office Staff	X								X	
Parents	X									
Pupils	X									

Figure 3. *Responsibilites Chart*

Followthrough. Two forms are shown in the Appendix that include the types of information that would be used by the school board in a school district that had identified the needs to be met. The first is a "Report to the School Board on Meeting Need No. ___." It was planned that after a particular task force had completed its work, the information needed would be submitted to the school board for approval. It was not suggested that the form shown would be used, as such, but that the information included therein would be stated in writing in a manner that would give the school board the information needed for action.

The second suggested form, "Plan Approved by School Board for Meeting Need No. ___," was developed to show necessary information concerning a project approved by a local school board. Special attention is called to the inclusion of the item "Periodic Review." It was suggested that once a school board had adopted and implemented a specific program to meet an identified need, a review would be made semi-annually to determine whether or not each project was progressing according to schedule. Further, it was recommended that each board member would be supplied with a form covering each special project underway so that he would have a complete record of all projects in progress. He would know the status of them at any given time and thus, at the semi-annual review meetings no project would be overlooked. *Each project would be reviewed systematically until it was completed.*

Section Four

RESULTS AND FOLLOWTHROUGH

As stated previously, two areas of Virginia, the Southwest and the Southside, were selected for the project. The work began with eighteen Southwest Virginia school systems the first year, and continued with eight Southside Virginia systems the second year.

Each of the school systems in both areas of the state continued with the project until it was completed. Approximately one year was needed for each school system to complete the evaluation and to prepare a written report. After a review by both state and local representatives, the reports were printed. In each case, the reports were presented formally to the local school boards with both state and local representatives present. Sufficient copies of each report were produced so that they could be distributed widely in each local school system.

For the purposes of this report, a follow-up study was made of the eighteen school systems in Southwest Virginia to determine the impact of the cooperative self-evaluations during the approximately one year which had elapsed following the release of the published reports. A follow-up was not made in the eight Southside Virginia school systems because the reports in this area had been released for only a short period of time.

Impact on Changing the Planning Process

No claims are made in this report that the planning-process was revolutionized in all school systems participating in the project. On the basis of the data collected, *there was a clear indication that at least one-third of the school districts participating in the project had established formal planning councils one year after the evaluation report had been completed.* There was additional evidence that in those systems in which formal planning councils did not exist one year after completion of the evaluation reports *there was greater planning emphasis by those employed at the central office level as well as by principals and other groups within the school system.*

There was evidence in those school districts that had on-going, formal planning councils that some progress had been made in involving teachers and lay persons as members of planning councils in addition to the usual number of planning groups such as superintendents, assistant superintendents, principals, supervisors, and other administrators. In several cases, formal-group status leaders such as representatives of the Parent-Teacher Association, the Chamber of Commerce, and the local education association, were members of the planning councils. In other cases, individuals were chosen for membership on the planning council on the basis of what appeared to be their potential contribution to planning.

Impact on Meeting Needs Identified in the Evaluation Reports

It was encouraging to note from the data collected to assess the impact of the project that *the needs identified in the evaluation reports were of a real and abiding concern to all* of the eighteen Southwest Virginia school systems *participating in the project.* It was found that the eighteen school systems had met seventy-five of the identified needs one year after completion of the evaluation reports. The number of needs met ranged from one in one school district to fourteen in another school district. This count involved a listing of the needs, not a mere reporting of numbers. From the list of needs that had been met at the end of one year, the following are given as illustrations:

- The pupil-teacher ratio has been reduced in the elementary schools to meet the standards of the Southern Association of Schools and Colleges.
- The central office staff has been expanded. Supervisors of transportation, cafeterias, libraries, and curriculum have been employed.
- A kindergarten program has been instituted.
- Full-time librarians have been employed in all elementary schools with more than twelve classroom teachers.
- Two special education classes have been established.
- Provisions have been made in the budget to furnish textbooks from public funds for all pupils.

- Job descriptions have been prepared for all persons employed in the central office as one step toward reorganization.

- Library and supplementary materials collections, including audio-visual aids for both elementary and secondary pupils, have been expanded.

- Building maintenance services have been re-evaluated and a schedule for painting and repairing all buildings has been instituted.

- Two small elementary schools and one secondary school have been consolidated with existing schools.

It also was encouraging to note from a review of the data that *all of the eighteen school systems were continuing to give priority to meeting needs revealed in the evaluation reports.* During the 1970-71 school year, the eighteen school systems were committed to meeting an additional sixty-nine of the needs that had been identified in the evaluation reports. To illustrate the types of projects that were being planned and executed, some are listed as follows:

- Local curriculum guides are being prepared for grades K-12 in the areas of social studies, elementary music, and mathematics.

- Budget provisions are being made to employ full-time assistant principals for all elementary schools with more than 500 pupils enrolled.

- Preliminary building plans are being completed for a new comprehensive high school. Bonds have been sold to finance the project.

- Plans are being completed for a 1971 summer inservice education program to improve teacher competence in individualizing instruction.

- Plans are underway to provide for two additional special education groups for the next school year.

- Plans are underway for an Adult Accelerated Learning Center that will operate for twelve hours per day.

- An analysis of the problem of overageness of pupils at various grade levels is being made and plans are being made to ameliorate the problem.

- Plans are being completed to consolidate one small high school with an existing school.

- Plans are being completed for a new technical-vocational center as a supplement to the secondary school program.

- A program is underway to secure teaching certificate endorsement of all teachers for the specific subjects they teach.

Not only were the eighteen school systems able to identify sharply the needs met during the first year and those on which they currently were working, they were *able also to establish an order of priority for those identified needs that they would be attempting to meet within the foreseeable future.* The eighteen school systems identified fifty-two needs which were given priority for action as soon as their present programs are essentially completed. Those ranged from one in one school system to eight in another school system. Among the needs which were identified in the evaluation reports, the following are illustrative of those that the school systems had given priority for future action:

- The number of overage pupils must be reduced.
- Small elementary schools must be consolidated.
- Teacher competence must be developed to provide for individualized instruction.
- Kindergarten programs must be provided for all schools.
- An Instructional Materials Center must be provided.
- Supplementary instructional materials must be provided to meet the needs of all pupils.
- Realistic and effective programs of inservice education must be developed.
- Plant facilities must be expanded to provide for special education programs as well as traditional classroom space.
- Transportation systems must be improved so that bus schedules do not determine instructional time.
- Supervisory and administrative personnel must be added to provide specialized services.

Assessment of Strengths of the Project

On the basis of the data collected, an effort was made to assess the strengths of the total project. There appeared to be four major strengths that were supported by the data. They were as follows:

- The rationale, *Administration by Objectives*, was a productive base for identifying needs and assessing problems. As one school system stated the strengths of the project: "It helped clarify educational needs in order of priority. It brought to the attention of school administrators, school board members, and citizens, generally, those needs that are given priority status; it gave school systems a strategy for dealing with schools' needs or problems."

- Involvement of local school personnel from various levels was productive. One school system stated the following: "The project helped because teachers, principals, and the administrative staff had important roles in making the studies of needs."

- The evaluation instrument provided a workable base for cooperative self-evaluation. One school system stated the following: "The instrument used in the cooperative self-evaluation enabled personnel to think and to plan in an organized and systematic manner. Heretofore, the planning had been done in a segmented and fragmentary fashion."

- Cooperative self-evaluation gave each school system an opportunity to know its needs intimately. As one school system stated this strength: "We have studied our own school system and we know the strengths and weakness much better than we would have otherwise."

Assessment of Weaknesses of the Project

The following three weaknesses were reported by the school systems involved in the project:

- There was not wide enough involvement of persons in the project. One school system stated this weakness as follows: "Not enough people were involved in working on the project to reach all administrators and teachers."

- Insufficient administrative personnel were employed in local school systems to be most effective in such projects. One school system stated the case this way: "The greatest weakness is the lack of sufficient personnel to follow through on the project. Those currently employed have too many prior commitments."

- Too many school systems were involved at one time. Several school systems reported that perhaps it would have been more helpful if state department of education personnel could have worked more closely with fewer school systems at a given time.

In addition to the work being done by local school systems to meet the needs identified in the project, an attempt is being made to move toward joint action in meeting needs that were found to be common among the school systems involved in the project. At the present time *an exploratory study is being conducted on the feasibility of organizing educational cooperatives to work toward the solution of common problems.*

On the basis of the data collected for this report, it appears quite evident that *Administration by Objectives* has made a substantial impact on education in those school systems that have worked with the process. There is evidence to indicate that the impact will continue for some time to come. Refinements and local adaptations of the process are to be expected. Nevertheless, it appears that *the basic rationale of the project will provide a viable framework for planning and evaluation for the future.*

APPENDIX A

COMMITTEE REPORT ON MEETING NEED NO. ___

A. Need

B. Alternative Ways To Meet Need | Advantages | Disadvantages

C. Recommended Way To Meet Need

Personnel required:

Facilities required:

Equipment required:

Materials required:

Estimated cost:

D. Proposed Time Schedule For Meeting Need

_____ _____

_____ _____

_____ _____

Committee Members

APPENDIX B

PLAN APPROVED BY SCHOOL BOARD FOR MEETING NEED NO. ___

Date Approved: _____

A. Need

B. Plan(s) Adopted To Meet Need

C. Estimated Requirements — Cost

Personnel

Facilities

Equipment

Materials

D. Time Schedule

Beginning Date

Predicted Completion Date

E. Periodic Review of Progress

Footnote References

[1]*Raising the Level of Public Education in Virginia*, A Report of a Study Committee presented to the Virginia Board of Education, April 28, 1967, p.1.

[2]*Ibis.*, p.13.

[3]*An Evaluation Instrument for Public School Systems in Virginia* (Richmond, Virginia: State Department of Education, 1968).

[4]Kenneth H. Hansen and Edgar L. Morphet "Planning and Effecting Improvements in Education," in *Emerging State Responsibilities for Education*, Edgar L. Morphet, David L. Jesser and Arthur P. Ludka, eds. (Denver, Colorado: Improving State Leadership in Education, 1970), pp.78-79.